

### Coordinating Agencies:

Department of Homeland  
Security/Federal Emergency  
Management Agency

### Cooperating Agencies:

Department of Agriculture  
Department of Commerce  
Department of Defense  
Department of Energy  
Department of Health and Human Services  
Department of Homeland Security  
Department of Justice  
Department of Transportation  
Department of Veterans Affairs  
General Services Administration  
American Red Cross  
National Voluntary Organizations Active in  
Disaster  
Corporation for National and Community  
Service

## INTRODUCTION

---

### Purpose

The Mass Evacuation Incident Annex provides an overview of evacuation functions and agency roles and responsibilities, and provides overall guidelines to enable evacuation of large numbers of people in incidents requiring a coordinated Federal response. This annex also describes the integration of Federal, State, tribal, and local mass evacuation support.

### Scope

---

This annex:

- Identifies the agencies and organizations involved in a federally supported mass evacuation operation.
- Defines the roles and responsibilities of Federal entities in planning, preparing for, and conducting mass evacuations in support of State, tribal, and local authorities.
- Establishes the criteria under which Federal support to mass evacuations is provided.
- Provides a concept of operations for Federal mass evacuation support.
- Identifies guidelines to improve coordination among Federal, State, tribal, and local authorities when Federal evacuation support is required.

### Authorities

---

- Homeland Security Act of 2002
- Stafford Act
- Homeland Security Presidential Directive 5, Management of Domestic Incidents
- Post-Katrina Emergency Management Reform Act of 2006
- Pets Evacuation and Transportation Standards Act of 2006
- Americans With Disabilities Act (ADA)

**Policies**

---

The Post-Katrina Emergency Management Reform Act of 2006 authorizes the use of Urban Area Security Initiative (UASI) or Homeland Security Grant Program funds for States to develop catastrophic mass evacuation plans. The Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA) should primarily augment State, tribal, and local government plans and operations and secondarily be capable of implementing a federalized evacuation when requested or required.

According to the Americans With Disabilities Act, service animals are extensions of their owners and have the same access to public transportation as their owners at all times.

DHS/FEMA recognizes and commits to a government-to-government relationship with American Indian and Alaska Native tribal governments.

**Planning Assumptions**

---

Federal evacuation measures will be taken:

- When State, tribal, or local authorities indicate that their resources may or have become overwhelmed and the Governor(s) or tribal official(s) request Federal assistance; or
- In catastrophic incidents when State and local governments are incapacitated, and the President directs that Federal mass evacuation support is required.

State authorities in affected areas, in conjunction with authorities in other States, will decide on the destinations for evacuees, and will regulate the flow of transportation assets accordingly.

State, tribal, and local authorities recognize there is a substantial need to coordinate with Federal support agencies on population movement to avoid loss of life.

Federal resource requirements for a precautionary evacuation are based on the expected magnitude of the event and request of the Governor(s) of the potentially impacted State(s).

Federal agencies, working with State, tribal, and tribal, and local authorities, ensure the Governor(s) of State(s) receiving evacuees from an impacted area agree to accept these individuals prior to evacuation.

Federal assistance is supplied in conjunction with a State- or locally mandated mass evacuation.

Federal agencies coordinate with State, tribal, and tribal, and local authorities to ensure synchronization between Federal actions and State, tribal, and local emergency evacuation plans and requirements.

State policies and guidelines governing companion animal evacuations are utilized when incorporating companion animal issues into evacuations. State, tribal, and local planners are aware that individuals may choose not to evacuate if forced to leave their animals behind.

Residents of the evacuated area will need to return to the area postevent.

The incident may cause significant disruption of the area's critical transportation infrastructure, hampering evacuation operations.

## Key Considerations

---

- **Lead Time Required To Conduct Mass Evacuations:** It may be necessary to activate plans as much as 48 hours prior to the time an evacuation is likely to be ordered. Resources may need to be mobilized as much as 24 hours prior to the start of evacuations to have sufficient capacity in place once the evacuation order is given.
- **Limits in Weather Forecasting:** The variables in forecasting track, intensity, and forward speed of tropical weather systems (the most likely and frequent reason for evacuations) make it extremely difficult for decisionmakers to commit costly resources as much as 5 days before the onset of tropical storm-force winds. In some cases, storms at this stage are not sufficiently well formed to require evacuation.
- **Interdependencies Between Shelters and Transportation:** The transportation solution to a mass evacuation is based on the numbers of people needing evacuation, the time available to conduct operations, and the distance to (and availability of) shelters. If shelters are located too far from embarkation points, transportation assets (buses, trains, and aircraft) cannot be recycled and may only make one trip during the operation. Because of this, the distance traveled can reduce capacity to evacuate exponentially. It is critical to identify and predesignate general population shelters as close to the embarkation points as safely possible. The designation and distance to companion animal shelters is equally important to the success of an evacuation.
- **Special Needs Populations:** Consideration must be given to the special needs of the citizens of the affected area. These needs may include medical requirements, special language assistance, accommodations for physical disabilities, or the supply of transportation.
- **Animals:** The requirements for transporting and arranging for shelter and care of animals when they need to be relocated from their homes are of significant importance. There are special evacuation requirements for each category of animals within the National Response Framework:
  - **Service Animals:** Under the ADA regulations, service animals have access to the same facilities as the humans they serve.
  - **Companion Animals:** Planning for and accommodating companion animals as a component of mass evacuations is critical. History has proven that many residents will refuse to evacuate or resist rescue if they are forced to leave their companion animals behind. Therefore, without advance planning, the tracking, embarkation, transportation, care, feeding, and sheltering of companion animals can significantly impact the ability to safely evacuate the general population.

Through its contracts with bus and air carriers, DHS/FEMA will evacuate companion animals in carriers that are sufficiently small to place underneath a bus, train, or airplane seat when accompanying their owner/keeper, consistent with Federal laws and with the terms and conditions of the relevant transportation contracts.

DHS/FEMA, in coordination with State, tribal, and local governments, will assist in identifying and providing locations to which companion animals may be evacuated; providing logistical support for the care, immunization, and quarantine of companion animals; providing specifications for vehicles that can be used to evacuate companion animals; and coordinating with private industry for companion animal evacuations.

Emergency Support Function (ESF) #6 – Mass Care, Emergency Assistance, Housing, and Human Services will encourage State, tribal, and local entities to plan for the collocation of pet shelters near general populations when possible during Federal evacuations to receiving cities/States. ESF #6 will provide coordination of animal owner identification, tracking, reunification, and social support. ESF #6 will also coordinate pet issues related to their evacuation, care, and sheltering who will coordinate with the appropriate government and nongovernment support agencies.

ESF #8 – Public Health and Medical Services will provide emergency veterinary care for sheltered and rescued animals, epidemiological monitoring and reporting of emergency-related animal health issues, and management of human bite/injury cases.

ESF #15 – External Affairs will work with State, tribal, and local authorities to ensure that animal evacuation and response instructions and status updates are communicated appropriately and in a timely manner.

- **Livestock, Captive Animals (Zoological/Laboratory), and Wildlife Agricultural Animals:** See ESF #11 – Agriculture and Natural Resources.
- **Contamination:** Neighboring States/jurisdictions may resist accepting evacuees/patients that are contaminated or infectious.
- **Events With and Without Warning:** The Concept of Operations applies to events for which there are warnings (e.g., hurricanes, flooding) as well as events for which there are no warnings (e.g., industrial accident, terrorist attack).

## CONCEPT OF OPERATIONS

---

### Situation

The conduct of evacuation operations is generally a State and tribal responsibility. However, there are circumstances that exceed the capabilities of these jurisdictions to support mass evacuations. Precautionary mass evacuation support is provided before an event to move citizens away from a potential incident when warning is available and after an event when conditions are such that it is unsafe for citizens to remain in the area. In instances where Federal support is required, DHS/FEMA will lead the effort in coordinating this support.

### General

---

Federal support to mass evacuation operations will be provided at the lowest possible level and scaled to the incident. Evacuation from a single State may be supported from the State emergency operations center, Regional Response Coordination Center (RRCC) or a Joint Field Office (JFO). Multistate incidents could be coordinated from an RRCC. Large-scale evacuations resulting from a catastrophic event will require national-level coordination. Regardless of the scale of the incident, coordination among numerous JFO or Area Command entities will be required to carry out the major functions of evacuation operations.

## Functions

---

Federal mass evacuation support will require the cooperation of many different ESFs. ESF #1 – Transportation provides transportation support and coordination for evacuation operations. ESF #3 – Public Works and Engineering ensures debris removal and clearance of evacuation routes. ESF #5 – Emergency Management provides situational awareness of evacuation route conditions. ESF #6 provides information and coordination in the nonmedical mass care aspects required for mass evacuations, including housing and human services. ESF #7 – Resource Support provides goods and services to support evacuation efforts. ESF #8 provides supplemental assistance to State, tribal, and local governments in identifying and meeting the public health and medical needs of victims, to include patient evacuation. ESF #11 provides information and coordination for the evacuation of companion animals. ESF #13 – Public Safety and Security provides support of State, tribal, and local public safety and security measures (e.g., crowd control, traffic direction, and control of contra flow lanes used in evacuations). Mass evacuation efforts must also be coordinated with other ESFs.

### Coordination and Communications

A mass evacuation, by its scope, will result in evacuees crossing jurisdictional lines. When Federal evacuation support is required, the existing Federal coordinating structures will be used to provide coordination of the operation (e.g., National Response Coordination Center (NRCC), RRCC, and JFO).

All facilities and related support necessary for operations are sourced through the following ESFs when they are activated and requested to do so. However, certain Federal agencies have independent authority to respond to an incident site directly after notification of the incident. Once the ESFs are activated, those resources are provided in accordance with this annex.

- DHS/FEMA is responsible for ensuring that evacuation efforts are adequately coordinated with ESF #6 so that adequate shelter and food resources are available at evacuation destinations.
- DHS/FEMA is responsible for ensuring that State and local plans for evacuation are shared with relevant ESFs.
- DHS/FEMA, in support of and coordination with State, tribal, and local governments, is responsible for ensuring coordination with ESF #15 so that adequate information on mass evacuation operations is relayed to the public in an appropriate and timely manner.
- DHS/FEMA will coordinate with ESF #9 – Search and Rescue to ensure rescuees are provided evacuation opportunities.

### Transportation

The transportation function is responsible for ensuring the evacuation of all affected populations by providing resources to transport those individuals that do not have the means to self-evacuate, and ensuring sufficient transportation assets are available.

- DHS/FEMA maintains contracts capable of providing bus and aviation evacuation support. If necessary, DHS/FEMA has the capability to contract additional resources. If commercial transportation is not available, DHS/FEMA requests Department of Defense (DOD) support. DOD may provide air transportation capabilities and ground support capabilities for air transportation efforts for patient movement on an as-requested/as-available basis when approved by the Secretary of Defense.

- DHS/FEMA is responsible for ensuring that adequate materiel is available for evacuation efforts, including but not limited to ensuring fuel and basic vehicle service are available along evacuation routes and vehicle location devices are available for Federal evacuation vehicles.
- DHS/FEMA, in conjunction with ESF #1, is responsible for coordinating evacuation routes with State, tribal, and local agencies and, in particular, determining the status of transportation infrastructure to be used for evacuation.
- ESF #1 will facilitate coordination between State, tribal, and local authorities and Federal responders regarding the impact of outflow of persons and traffic on the entry of response teams and supplies into the affected area.
- ESF #1 supports mass evacuations through several activities, including processing and coordinating requests for the movement of goods, equipment, and responders. (This activity will transition to DHS/FEMA prior to 31 December, 2007.)
- During mass evacuations, ESF #1 provides regional support to the Evacuation Liaison Team to assist in coordination of large-scale highway evacuations, especially when involving more than one State.
- The Department of Health and Human Services (HHS), under ESF #8, is the primary transportation coordinator for evacuation of patients. DOD, under the National Disaster Medical System (NDMS), may provide patient movement capabilities.
- DHS/U.S. Coast Guard (USCG) will coordinate planning and executing of evacuations across bodies of water.

### Fuels

The fuels function is responsible for ensuring that adequate fuel supplies (primarily gasoline and diesel fuels) are available in an evacuation. Considerations include availability of fuel for individuals who are self-evacuating, availability of fuels for government-supplied transportation vehicles, and provision of fuel to emergency response vehicles along evacuation routes.

DHS/FEMA will coordinate with:

- State, tribal, and local authorities and ESF #12 – Energy to ensure that adequate supplies of fuels (gasoline and diesel) are pre-positioned along evacuation routes.
- ESF #12 and State, tribal, and local authorities to ensure that special arrangements are made to permit fuel deliveries along evacuation routes when fuel supplies are inadequate.
- ESF #12 and ESF #13 to set up and regulate the use of separate refueling sites for the use of emergency responders during an evacuation.

The Department of Energy (DOE) or ESF #12 may initiate various waiver requests or actions by other Federal agencies to facilitate evacuation, including:

- Driver-hour waivers from the Department of Transportation (DOT).
- Truck weight-limit waivers from DOT.
- Jones Act waivers from the Department of Commerce (DOC) or DHS.
- Fuel-quality waivers from the Environmental Protection Agency.

#### **Mass Care, Emergency Assistance, Housing, and Human Services (ESF #6)**

The ESF #6 mission is to provide sheltering/housing, feeding, bulk distribution of essential items, and family reunification support and resources to individuals and families that do not have personal resources to meet these needs. In an evacuation, this function must be carefully coordinated with agencies providing evacuation services.

- DHS/FEMA coordinates with State, tribal, and local entities, as well as the support agencies under ESF #6, to ensure adequate shelter and care facilities are available for receiving evacuees.
- ESF #6 will provide support to State, tribal, and local evacuation efforts by facilitating requests for food and shelter supplies, and security in support of mass evacuations.
- ESF #6 will work with State lead agencies for mass care prior to, during, and after an incident to identify potential host States.
- DHS/FEMA Voluntary Agency Liaisons (VALs) will coordinate with voluntary agencies affiliated with National Voluntary Organizations Active in Disaster (NVOAD) and other NGOs and private-sector entities for federally supported evacuation in affected and receiving States.

#### **Medical Care**

The medical care requirements and special needs of evacuees must be identified and appropriate support provided. This support includes oversight of specialized transportation for evacuees with medical and functional needs; care for evacuees whose needs cannot be accommodated in general population shelters; and monitoring support for individuals at pickup points.

- ESF #8 supports State, tribal, and local requirements for medical support at designated staging areas, pickup points, and other locations to perform triage of citizens prior to evacuation.
- ESF #8 will coordinate medical support with special needs shelters as requested by State, tribal, and local agencies.
- ESF #8 is responsible for the evacuation of patients, including those in hospitals, hospices, and nursing homes as well as individuals that are identified at evacuation centers as having medical problems, or those who are treated within the NDMS en route to, or from, or at field facilities.

- ESFs #6 and #8 will coordinate with State, tribal, and local agencies to ensure emergency first aid and medical care, respectively, are available at staging areas and pickup points used in evacuations, on evacuation vehicles, and along evacuation routes when required.

### Public Safety and Security

State and local law enforcement agencies have primary responsibility for providing for public safety and security during an incident that requires a mass evacuation. During a mass evacuation, State, tribal, and local law enforcement agencies will be conducting operations in accordance with their State, tribal, and local plans and protocols. However, State, tribal, and local public safety and security agencies and private-sector entities could rapidly become overwhelmed and require logistics or operational support from within their States, from other States pursuant to mutual-aid compacts, or from the Federal Government through ESF #13.

ESF #13 may involve assisting State, tribal, and local authorities with the following evacuation-related functions:

- Security assessments of preidentified transportation facilities.
- Site security at designated evacuation locations.
- Traffic control and/or transportation security duties.
- Screening of evacuees for prohibited weapons.
- Force protection.
- General planning and technical assistance.

In addition:

- ESF #13 coordinates with State, tribal, and local authorities to ensure security and traffic/crowd control are provided at staging areas and pickup points and onboard evacuation vehicles if requested by the State, tribal, or local government. It may also require support in such areas as public safety and security assessment, access control, and specialized security resources.
- On Federal property, ESF #13 is responsible for coordinating with Federal agencies to provide security for shelter facilities for evacuees.

## REQUIRED ACTIONS

---

### Prerespense/Initial Actions

DHS/FEMA works with the Governor of the impacted State(s) to determine the support State, tribal, and local governments require, to include the possible need for a Federal evacuation of citizens. State, tribal, and local governments provide their evacuation plans and information and any actions already taken to facilitate evacuation. Coordination should include consideration for special needs populations identified by State, tribal, and local governments, individuals who are transportation disadvantaged, and companion animals.

DHS/FEMA works with the Governors of potential receiving States to ensure mass care services are available to support receipt of evacuees.



DHS/FEMA will work with State, tribal, and local authorities to support contra flow planning and execution, when feasible.

Operations and Planning personnel assigned to the NRCC, RRCC, and JFO perform the following functions:

- Determine and prioritize operational requirements.
- Coordinate with the JFO Logistics Section as well as ESFs #1 and #7, if required, to obtain required supplies, equipment, and personnel for evacuation.
- Ensure tracking of resources. DHS/FEMA Logistics ensures that vehicle location devices, tracking software/systems, and communications equipment are in place for ensuring communication between key evacuation locations and with all evacuation vehicles.
- Coordinate with State, tribal, and local authorities and ESF #15 to ensure that the public is aware of the timeline, stages, and major routes and means of evacuation.
- Coordinate with State, tribal, and local authorities and ESF #13 to determine whether Federal public safety and security resources will be required.

### Ongoing Actions

---

Operations personnel transition into operations management activities. They execute evacuation functions as follows:

- DHS/FEMA ensures that vehicles and vehicle operators are available and are dispatched to pickup points.
- DHS/FEMA ensures that transportation assets are available at reception sites to transport evacuees to general population or special needs shelters.
- The Federal response also coordinates with ESF #2 – Communications to tie in the local communications infrastructure.
- DHS/FEMA ensures that manifests are created for each Federal vehicle used in evacuation.
- ESF #6 ensures Federal resources are available to support feeding and sheltering along the evacuation route.
- ESF #6 works with NGOs and the State-designated lead agencies for mass care to provide mass care services, ensuring that resources are available to support Federal evacuation efforts in receiving States. The DHS/FEMA VALs support the State mass care efforts through information sharing, reporting, and possible identification of ad hoc agencies not yet included with the mass care operations.
- ESF #8 coordinates to provide medical staging and en route medical support to patients and to those with special medical needs.
- ESF #11 ensures that companion animal evacuation activities are coordinated between impacted and receiving States and are appropriately communicated to the public.
- ESF #12 coordinates with DHS/FEMA, other Federal agencies, States, and the energy industry to ensure fuel is available to responders and citizens along the evacuation route.

- DHS/FEMA coordinates with State, tribal, and local law enforcement as well as ESF #13 to ensure the security of Federal transportation assets used for evacuation.
- ESF #15 will support State, tribal, and local efforts to ensure that citizens are aware of evacuation routes and resources available to them for the evacuation as well as for registration purposes. The Federal external affairs response will support the State, tribal, and local reach of evacuation orders, through broadcast uplink and public service announcement production and distribution; graphics and web support; and multilingual and special needs capabilities coordinated through ESF #15. ESF #15 will also reach out to the private sector in support of State, tribal, and local governments to assist with direction on evacuations and guidance to families on schools, nursing homes, and hospitals.

### Reentry

---

#### DHS/FEMA:

- Coordinates with ESFs #3, #10 – Oil and Hazardous Materials Response, #12, #13, and #14 – Long-Term Community Recovery to ensure that the affected area is safe for individuals to return and that the infrastructure can sustain a return of the population.
- Works in coordination with State, tribal, and local authorities in planning for return of evacuees to the affected area.
- In conjunction with State, tribal, and local governments, coordinates the transportation of evacuees back to the affected area, including provision of vehicles, personnel, and supplies.
- Determines housing options, to include return to affected areas, for evacuees temporarily displaced to locations away from their home of record.

### RESPONSIBILITIES

---

#### State, Tribal, and Local Responsibilities

While State, tribal, and local entities have primary responsibility evacuation planning and for the public safety and security of persons and non-Federal property within their jurisdictions during a mass evacuation, the unique challenges that might confront State, tribal, local, and private-sector entities during a mass evacuation could require them to request additional assistance, either of a logistical or operational nature, from within their States, from other States pursuant to a mutual-aid compact, or from the Federal Government.

Consistent with the National Response Framework, the responsibilities and authorities of State, tribal, and local officials are also applicable to a mass evacuation. State, tribal, and local governments are the first line of emergency response in disasters, including for evacuation and sheltering of their citizens.

State and local transportation agencies play a significant role in evacuation planning and operations. The State department of transportation, in coordination with the highway patrol or State police, may institute measures to limit or control the flow of traffic on Federal and State highways to expedite the evacuation from the affected area. Operators of buses from transit agencies and school districts may be used to transport evacuees who are without access to personal vehicles. Depending on conditions and backup power sources, Intelligent Transportation Systems technologies, portable cameras, and traffic count detectors can provide critical feedback on evacuation operations. Variable message signs can be deployed quickly to

guide evacuees, and through emergency radio broadcasts State and local transportation agencies can provide real-time information to evacuees and officials to facilitate the evacuation.

The specific roles of State governments in evacuations vary from State to State. In general, State laws provide the Governor authority to declare an emergency and assume extra powers and responsibilities to protect the health and safety of the citizens of the State. Specific powers relating to an evacuation include:

- Create, amend, or rescind rules or directives to provide the necessities of life or supplies and equipment.
- Direct State and local law enforcement officers.
- Prescribe evacuation routes, transportation modes, and destinations.
- Control ingress and egress to the disaster area and the occupancy of premises in the disaster area.
- Order, direct, compel, or recommend an evacuation.

Municipalities, counties, and parishes are given responsibilities to protect the health and safety of their citizens including the authority to order an evacuation of their jurisdiction and to provide first responders.

### **Coordinating Agency: DHS/FEMA**

---

DHS/FEMA regions and Headquarters provide guidance and technical assistance to State, tribal, and local governments for the development of mass evacuation plans, including possible multistate coordination. State, tribal, and local plans should:

- Be built on worst-case, but realistic, scenarios.
- Identify planning gaps and capability shortfalls.
- Be built upon internal State structure and emergency operation plans.
- Address the integration of Federal or other State support for the previously identified gaps.
- Identify Federal support requirements.
- Identify special needs and animal evacuation considerations.
- Create operational plans for embarkation/disembarkation, including all necessary resources and staffing, and define roles and responsibilities. Multistate plans must address the coordination of these resources.

DHS/FEMA:

- Processes and coordinates requests for Federal and civil transportation support for the movement of goods, equipment, and responders as directed under the National Response Framework (after 31 December, 2007; prior to this date, this responsibility will rest with the Department of Transportation).
- Establishes protocols for communicating with host States.

DHS/FEMA Logistics establishes a Transportation Management Unit; activities are integrated with the Medical Management Unit (ESF #8) and Mass Care Management Unit (ESF #6).

## COOPERATING AGENCIES

Agency	Functions
<b>Department of Agriculture</b>	Through ESF #7, provides staff for and support to mobilization centers when authorized by a DHS/FEMA mission assignment. Provides assistance for transportation tracking and supply accountability.
<b>Department of Commerce/National Oceanic and Atmospheric Administration</b>	<ul style="list-style-type: none"> <li>Provides data on weather and other related environmental conditions for operational area in an evacuation.</li> <li>Through the Emergency Alert System (EAS), may help with communication of evacuation information to the public.</li> </ul>
<b>Department of Defense</b>	<p>Provides evacuation support for patient movement under NDMS.</p> <p><b>U.S. Army Corps of Engineers (USACE)</b></p> <ul style="list-style-type: none"> <li>Provides logistics resources to support the preparation and execution of ESF #3 activities.</li> <li>USACE may also provide staff for the mobilization centers when a mission is assigned by DHS/FEMA.</li> </ul>
<b>Department of Energy</b>	Through ESF #12, provides coordination and resources to provide fuel along evacuation routes and for emergency vehicles used in evacuation operations.
<b>Department of Health and Human Services</b>	<ul style="list-style-type: none"> <li>Provides information on special needs shelter locations.</li> <li>Provides staff at staging areas, pickup points, and onboard evacuation vehicles to provide minor medical and mental health services.</li> <li>Provides information on the transportation assets required to return medical patients and their caregivers/family members back to the affected area once deemed safe.</li> </ul>
<b>Department of Homeland Security</b>	<p><b>Transportation Security Administration</b></p> <p>Through ESF #1 and ESF #13, provides mass evacuation transportation security and law enforcement technical assistance and resources to Federal, State, and local mass evacuation planners, airports, and transportation providers consistent with and to ensure compliance with Federal transportation security guidelines and directives.</p> <p><b>USCG</b></p> <p>Provides technical assistance, resources, and coordination support for evacuations that require transportation over bodies of water.</p>
<b>Department of Justice</b>	Through ESF #13, provides liaison with State,, tribal, and local law enforcement resources and guidance as to the level and types of Federal support required to ensure safety and security of evacuation operations.
<b>Department of Transportation</b>	<p>Through ESF #1:</p> <ul style="list-style-type: none"> <li>Monitors and reports damage to the transportation system and infrastructure.</li> <li>Processes and coordinates requests for Federal and civil transportation support for the movement of goods, equipment, and responders as directed under the NRF (prior to 31 December, 2007).</li> <li>Issues regulatory waivers and exemptions.</li> </ul>
<b>Department of Veterans Affairs</b>	When requested, designates and deploys available medical, surgical, mental health, and other health service support assets.
<b>General Services Administration</b>	Contracts telecommunications support, arranges for the facilities needed by the Federal evacuation teams, and requisitions or contracts for supplies and equipment as part of its ESF #7 responsibilities.

Agency	Functions
<b>American Red Cross</b>	Provides ESF #6 Mass Care liaison staff to work at DHS/FEMA locations to work with State lead agencies for mass care and DHS/FEMA in order to facilitate resource requests of the Federal Government and provides information on mass care.
<b>National Voluntary Organizations Active in Disaster</b>	Provides support to mass care operations in affected States through information sharing and communication with the State/local voluntary agency counterparts.

1

DRAFT

# APPENDIXES

## Appendix A. Evacuation Functions of Federal and National Agencies

National Partner	ESF Coordinator	Mass Evacuation Functions										Comments
		Coordination (Federal)	Coordination (non-Federal)	Transportation	Security	Mass Care	Manifests/Registration	Fuel	Special Needs	Companion Animals	Public Information	
DHS/ FEMA	ESF #1	■	■	■	■		■	■	■	■	■	Though DHS/FEMA may not provide each of these directly, it is responsible for ensuring that each of these functions is adequately met.
DHS/ USCG	N/A			■					■			Coordinates evacuations across bodies of water. Also responsible for coordinating the disposition of those assisted by search and rescue teams to appropriate evacuation locations.
DHS/ TSA	N/A			■	■							Through ESFs #1 and #13, assists Federal, State, tribal, and local planners to assess and validate multimodal transportation security needs for mass evacuation. Assists airport operators in the development of airport security plans; provide regulatory oversight; and coordinates Federal aviation security activities. Notifies airport operators and transportation stakeholders of threats to the transportation sector.
USDA	ESF #11									■		Coordinates with DHS/FEMA and provides guidance for the evacuation and collocation of companion animals.
DOC/ NOAA											■	Provides weather-related information for the area being evacuated and along evacuation routes. Assists with public communication through use of EAS.
DOE	ESF #12							■				Coordinates with DHS/FEMA, other Federal agencies, the States, and the energy industry to provide fuel along evacuation routes and for emergency response vehicles during evacuation.

## Mass Evacuation Incident Annex

National Partner	ESF Coordinator	Mass Evacuation Functions										Comments
		Coordination (Federal)	Coordination (non-Federal)	Transportation	Security	Mass Care	Manifests/Registration	Fuel	Special Needs	Companion Animals	Public Information	
DOT	ESF #1	■	■	■			■		■	■		Coordinates with airlines and airports to determine when air operations are likely to be suspended and prioritizing which airports are critical for evacuations, ensuring these airports are operational for as long as possible (applies only to functions for which DOT is responsible). Coordinates with public transit agencies to obtain assistance for evacuations. Coordinates with DHS/FEMA and Amtrak and freight railroads facilitate passenger rail evacuations when needed and feasible.
DOD	ESF #8			■					■			Responsible for the transportation of patients (those with specific medical needs); may also provide some airlift support for general evacuation.
DOD/ USACE	ESF #3											Provides support to repair damages to roads, bridges, and other structures along evacuation routes.
HHS	ESF #8					■			■	■		Ensures that medical treatment is provided at evacuation pickup and disposition sites as well as on-board evacuation vehicles when required; ensures medical support is provided to special needs populations and medical victims.
DOJ	ESF #13				■	■						Provides support to State, tribal, and local law enforcement entities for securing and protecting evacuees at pickup points, in transit, and at mass care sites as needed.
ARC	N/A					■						Responsible for coordinating with DHS/FEMA to ensure that adequate information is available about shelters and for coordinating the receipt of evacuees at various shelter locations.
NVOAD	N/A					■						Provides support to mass care operations in affected States.

**Appendix B. Mass Evacuation Process**

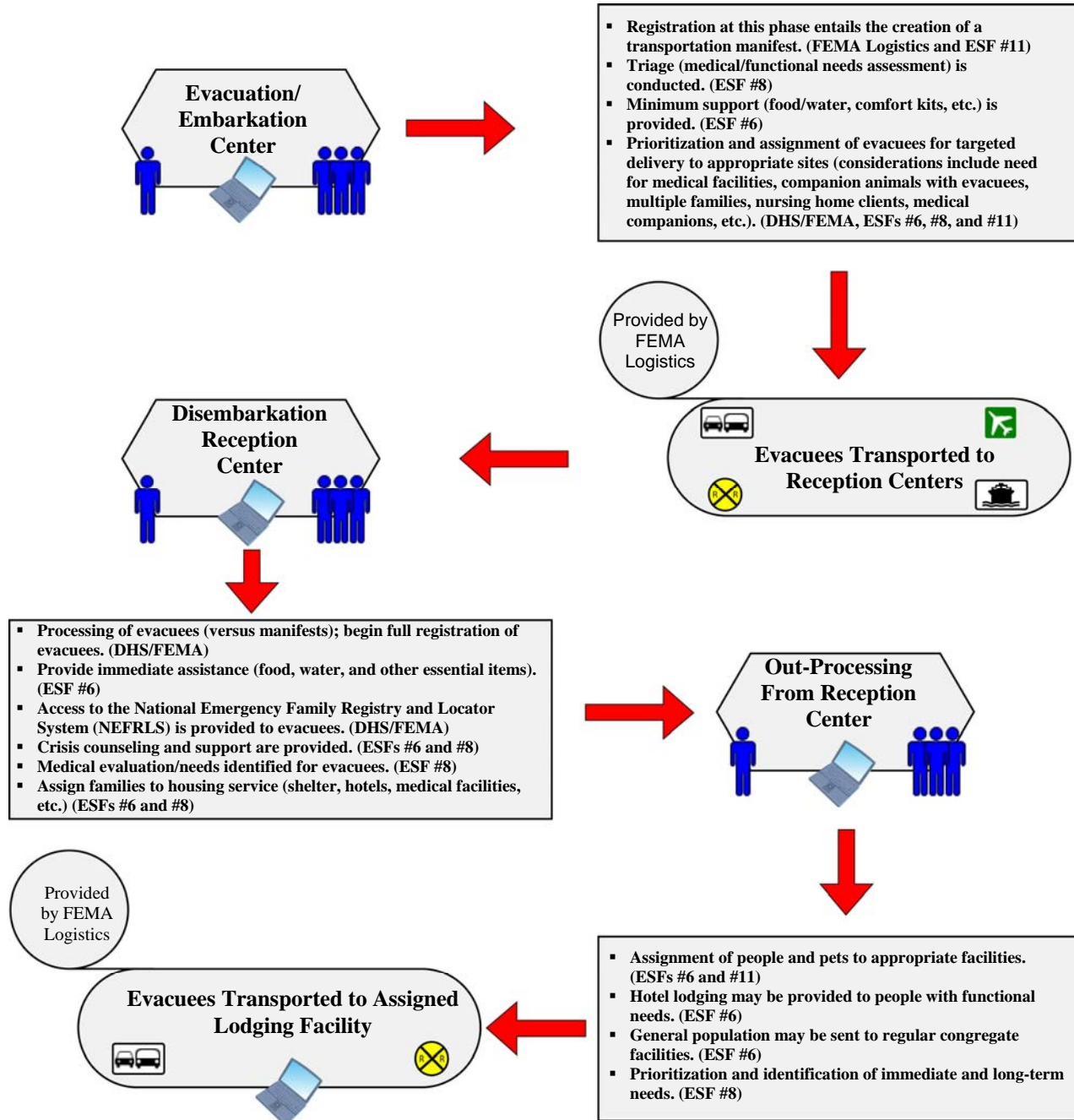
---

The ordering, sourcing, transportation, issuing, and movement of Federal resources generally follows the procedural steps outlined below (also see Figure 1):

- Mass evacuation resources are identified. Resources can involve supplying equipment or services.
- The local jurisdiction attempts to fill the need from existing resources. If they do not have the resource, they pass the requirement on to the State government.
- When the State receives the requirement, it attempts to fill the need. This may be done from existing resources, through commercial sources, or through Emergency Management Assistance Compacts or mutual-aid agreements, if such compacts or agreements exist. If the State cannot fill the need, it requests Federal assistance.
- If a JFO has not been established, the NRCC receives the validated request for Federal assistance and determines how and if the requirement can be fulfilled.
- If a JFO has been established, the request is submitted to the JFO Operations Section, which determines if the resource is available in staging areas to fill the requirement. If the resource is not immediately available, the requirement is passed to the Logistics Section.
- The JFO Logistics Section Chief may:
  - Fill the requirement from the resources located at the logistics base;
  - Fill the requirement by direct mission assignment to another Federal agency; or
  - Prepare a requisition and recommend commercial sources for goods and services to the Finance/Administration Section as applicable.
- If the JFO cannot provide the resources, the Logistics Section Chief passes the requirement to the NRCC.
- The NRCC receives the request and determines how to meet the requirement.



Figure 1. Mass Evacuation Process Flow



1  
2  
3  
4  
5  
6  
7  
8  
9  
10  
11  
12  
13  
14  
15  
16  
17  
18  
19  
20

This page intentionally left blank.

DRAFT